

ENVIRONMENTAL QUALITY,  
POLICIES, AND DECISION-  
MAKING IN MINNESOTA -  
1972

A Summary Report  
Prepared by  
Citizens Advisory Committee  
Governor's Environmental  
Quality Council

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## INTRODUCTION

Information on the environmental quality of Minnesota is widely scattered in the literature; a statewide appraisal of the status and trends in environmental quality does not exist. Environmental problems, issues and possible solutions have not been inventoried on a comprehensive basis. Numerous fragmented governmental agencies and private organizations are experiencing difficulties in making environmental decisions. The Legislature has discovered that formulating environmental policies is no easy task. There is much debate concerning the relationship among population, economic and technology growth and environmental quality degradation.

This report attempts to assess environmental quality, policies and decision making in Minnesota as of 1972. Available information concerning the following subjects is briefly summarized: environmental quality issues, State environmental policies, environmental education, environmental information system, environmental law, forces influencing environmental quality conditions, land use, energy, solid wastes and recycling, water supply, water pollution, air pollution, recreation, fish and wildlife, flood damages, minerals and mining, transportation, land treatment, drainage, irrigation, and environmental administration. Recommendations are made which hopefully will assist the State in coping with environmental concerns.

This report was prepared by the Citizens Advisory Committee of the Governor's Environmental Quality Council based on a 132-page report prepared by the State Environmental Policy Subcommittee of the Committee and adopted by the Committee on December 21, 1972. The following people are Committee members:

Dean E. Abrahamson - Minneapolis  
Mel Bates - Minneapolis  
John P. Borchert - Scandia  
Harold Butler - Austin  
Lawrence Carlson - Anoka  
Richard E. Carman - Wadena  
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Charles K. Dayton - Minnetonka  
Janet Garrison - Minneapolis  
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Louis More - Minneapolis  
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Barbara Sipson - Moorhead  
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Edward Trevis - Burnsville

Members of the Subcommittee are: Glen Sherwood, Harold Butler, Charles Dayton, Janet Garrison, James Jack, and Bill Walton (Chairman).

The Subcommittee was established on August 14, 1972. The first responsibility of the Subcommittee was to review all available information concerning environmental policies and institutional arrangements in Minnesota and to make recommendations concerning needed environmental policies, improvements in implementing policies, and environmental legislation. The Subcommittee held 8 meetings on the following dates: September 14, 29; October 12, 26; November 16, 27, 30; and December 1, 1972. Personnel from State agencies, universities and colleges, and interest groups presented information during the first 6 meetings. This information was summarized in 7 packages involving over 500 pages and distributed to Subcommittee and Committee members. Information scanned by the Subcommittee covered at least 5,000 pages in 10's of documents. Some additional information was received during meetings of the Citizens Advisory Committee and Governor's Environmental Quality Council. Members of the Subcommittee and Committee were solicited for possible statements which should be considered for inclusion in the Subcommittee's report. The Subcommittee prepared its report during the period November 30, December 1, 1972 based on the 7 packages of summarized information and suggested statements.

Members of the Subcommittee came to meetings with a general understanding of the environmental crisis and an awareness that the degradation of the environment must be checked. The first task of the Subcommittee was to screen the vast amount of information generated by the environmental movement during the late 1960's and early 1970's and set aside for later study information relevant to Minnesota's situation. Although attention was devoted to the relation of Minnesota's problems to world problems, emphasis was placed on topics directly concerning the State's environmental quality. Because of time constraints, the Subcommittee had to concentrate on broad policy matters; it was possible to give detailed policy matters only slight attention.

The Subcommittee's report was reviewed and revised by the Committee on December 21, 1972. This report constitutes a summary of the Committee's findings and recommendations. The entire Committee report is being revised and it will be made available before February 1, 1973.

#### ENVIRONMENTAL QUALITY ISSUES

A significant number of environmental quality issues require action at all levels of government to stop the erosion of the quality of life in Minnesota. Key environmental quality issues are associated with at least the following matters: multiple use policy of forests; overintensive use of recreation lakes and shorelands; increased demand for exclusive resource use; metropolitan area open space needs; flood plain management; wetland management; fish and wildlife



management; water diversions from the State; preservation of unique natural areas; water pollution; air pollution; excessive noise; watershed management; solid waste management and materials recycling; expansion of waterborne navigation; mineral development; transportation facilities; power plant siting and transmission line corridors; pipeline location; energy production, use and conservation; pesticides; fertilizers; chemicals and food additives; information systems; environmental institutional arrangements; and population and economic growth.

The State should address more effectively key environmental quality issues and seek successful resolution of controversies in part by setting and implementing policies. The State must translate emerging values and attitudes into effective long-range broad policies if it is to achieve the goal of a satisfactory environment in the future. The State should develop and implement land-use and environmental policies, plans, and standards for the State as a whole and for major regions thereof through a coordinated, unified program of planning, land acquisition and development, and land-use and environmental control.

#### FORCES INFLUENCING ENVIRONMENTAL QUALITY

The forces which influence environmental quality in Minnesota include population, economic, and technology growth. Similarly, such growth influences the quality of social and political life. The nature of the interactions among aspects of growth and the quality of life and environment is now the subject of considerable and important local, State, national and international debate. Further debate in Minnesota concerning population, economic and technology growth should be encouraged so that the consequences and causes of alternative decisions and policies can be better known and understood by the public and its government. In addition to the traditional forums of legislative hearings, citizen commissions and agency procedures, the State should establish or facilitate a formal organization or system to accomplish the above objectives.

#### STATE ENVIRONMENTAL POLICY

If Minnesota is to achieve an equilibrium where people and nature co-exist, not just for the next 100 years but for the life of the planet, the State must now establish some long-term environmental goals and must make a serious commitment to the attainment of those goals. Scant attention has been paid in the past to broad and specific policies and associated long-term impacts on the physical and social environment; most attention has been paid to programs without questioning associated policies. The State should adopt an environmental policy. The State should review existing specific policy statements as a whole body and eliminate inconsistencies and deficiencies in light of the State environmental policy. In addition, the State should review rules and regulations as a whole body and eliminate inconsistencies and deficiencies in light of the State environmental policy.

The State Environmental Policy Act bill represents a commendable effort by the Legislature to be responsive to environmental concerns, however, the bill could stand additional revision and expansion. Some of the major de-



iciencies are as follows:

1. Environmental policies--the bill fails to state Specific State policies to guide decision-making by State agencies in areas in which no such guidelines now exists. The bill should include specific policies concerning land-use, energy conservation, solid waste and recycling, noise, drainage, minerals and mining, transportation, and management of State owned land. Moreover, the bill fails to make provisions for elimination of conflicting and outdated environmental policies which are now on the statute books. Even more confusing is the statement in the bill the "the policies and goals set forth in this act are supplementary to those set forth in existing authorizations of State agencies." Such a statement effectively undercuts the benefit of stating a strong environmental policy in the first section of the bill.

2. Permits and impact statements--the bill requires the acting agency to "consider" the same factors as are required for an impact statement under the National Environmental Policy Act, including the environmental impact, alternatives to the proposed action, irreversible and irretrievable commitments of resources, and other factors. However, unlike the NEPA, the proposed statute does not require that the agency's consideration be documented by the preparation of an environmental impact statement. Thus, the method of consideration of these is left to the whim of the agency, and that aspect of the bill is unsatisfactory. Either the acting agency should be required to prepare a written environmental impact statement, or the permit applicant should prepare such a statement, meaning the standards set by the Environmental Council and the agency itself. Rather than requiring an Environmental impact statement only in the case of specific permits, agencies and subdivisions of State governments should be required to prepare such a statement whenever their projects or proposals may have a significant effect upon the quality of the human environment. It should also be made clear that the Environmental Council has the power to require environmental impact statements whenever it is of the opinion that action by a State agency involves a significant environmental impact. In addition, the Council should be able to review the sufficiency of such impact statements, and to prevent agency action from proceeding until sufficient consideration has been given to the environmental effect and such effects have been fully documented. Moreover, the impact statement should clearly apply to State projects commenced prior to its effective date, when any State policy decisions remain to be made. The Environmental Council should be given power to modify or reverse the decision of the issuing agency permits or other agency action which would significantly affect the environment. Rather than be limited to requiring impact statements on an ad hoc basis for projects costing less than \$1 million the Council should be given rule-making power to promulgate rules and regulations setting forth the kinds of instances which it determines to have significant environmental effects and to require agencies to prepare impact statements in all such instances.

#### WATER RESOURCES LEGISLATIVE REPORT

The August 16, 1972 report released by the Office of Senate Counsel and containing recommended water resources legislation represents a commendable



effort by the Legislature to be responsive to water resources policy deficiencies. The following recommended policies are particularly appropriate: water pollution control should be required to stress advanced waste treatment rather than streamflow augmentation for dilution of waste discharged into streams, non-structural methods of flood damage reduction are preferred over structural methods, and the State should not approve or endorse the development of any public waterway for private commercial transportation unless and until it has been determined that no alternative method of transportation can be provided at less public expense. The report fails to spell out requirements whereby variances from county and municipal ordinances for management of drainage, wetlands, flood plains, and shorelands can be reviewed by State government.

#### ENVIRONMENTAL EDUCATION

The problems observed in the environment today have their origins deep in past and present ways of life. One way to begin a new way of thinking and of living is through environmental education. Achievement of the goals of environmental education will require an intensive effort for at least two decades. The environmental education process must become an integral part of all human learning and behavior. The Minnesota Environmental Education Council has developed a comprehensive plan for environmental education which has many desirable features. The Minnesota Environmental Education Council should adopt a broad definition of environmental studies, which will include consideration of the day-to-day living environment of the people of Minnesota.

#### ENVIRONMENTAL INFORMATION SYSTEM

The status and trends in Minnesota's environment are unknown on a comprehensive, detailed basis. The undesirable direction and seriousness of trends are accepted general knowledge, but there exists no well-documented gauge of the State environmental quality conditions. State agencies do not have separate and strong environmental data collection and investigation programs. There are no State programs aimed at obtaining information concerning ecological costs and risks associated with population and technology growth. A statewide environmental information system should be established to improve the coordination of data acquisition and handling responsibilities, to improve the efficiency of data programs, and to upgrade and fill deficiencies in data programs. State agencies should be funded and required to make available at no cost technical publications to the teaching profession.

Each year the environmental information system should culminate in a plan. That plan should: identify long-range and intermediate agency objectives; relate proposed data acquisition activities to objectives; identify planning assumptions; and call attention to unresolved interagency issues and views of the agencies concerned.

Over-all coordination through a State agency is necessary to assure maximum compatibility between existing and all future information systems. Investigation into the synergistic effects of environmental contaminants on environmental and human health is among the critical research needs of today.



One of the most effective ways to communicate information on environmental trends to policy makers and the general public is with indices. The State should develop meaningful environmental indices. The State should create a formal system or organization to assess the total costs of various products including resources, energy, and pollution costs, and to analyze the effects of alternative policies, practices and solutions upon environmental quality and human welfare.

The Environmental Conservation Library is now serving adults and children, both specialists and interested laymen, from throughout the State. In order to fulfill the mandate of the Legislature and to serve Minnesota's environmental information needs fully, the Environmental Conservation Library should have continuing public funding.

#### ENVIRONMENTAL LAW

The rules of law governing environmental quality are weak. The State should conduct a comprehensive review and analysis of Federal, State and local rules of law with the objective of identifying and remedying deficiencies of rules of law in coping with environmental problems in Minnesota. Rules of law should be predicated on the assumption that the objective to enhance economic development has no inherently greater claim on resources than the objective to enhance the quality of the environment. An Environmental Bill of Rights should be added to the State Constitution by amendment.

#### LAND USE

Decisions about the use of land significantly influence environmental quality and the welfare of the inhabitants of the State, and present State and local institutional arrangements and programs for planning and regulating land use are grossly inadequate. There is a need to develop and implement land-use and environmental policies, plans, and standards for the State as a whole and for major regions thereof through a coordinated, unified program of planning, land acquisition and development, and land-use and environmental control. The State Legislature should consider legislation for a statewide land-use plan. The State should define, inventory, and delineate environmentally sensitive areas -such as areas surrounding the Boundary Waters Canoe Area and the Voyageurs National Park, North Shore of Lake Superior, Lower St. Croix River Valley, parts of the Mississippi and Minnesota Rivers Valleys, and unique wildlife sanctuaries likely to be in the path of the Twin Cities' urban expansion- and pending preparation of land-use plans, declare moratoriums on commercial, industrial and highway development in these areas.

The Experimental City Authority in its studies should give due consideration to the impact of an experimental city on the ecology and the general quality of life in the vicinity of selected sites. Studies should be conducted to seek answers to the following questions: Will the experimental city foster decay of present cities? Would't funds be better spent trying to improve environmental conditions in present cities such as Duluth? A State agency should be designated to coordinate programs associated with any emerging National Land Use Policy Legislation.



## ENERGY

Recent trends indicate doublings of energy consumption approximately every fifteen years. Although electric power accounts for less than 25 percent of total energy consumption, doublings of electric power consumption are occurring every eleven years, and by the year 2020 electric power consumption may constitute about 50 percent of total energy use.

The State should adopt the following proposed actions for solving the energy-environmental quality conflict: support stiffer fines for oil spills and tighten regulations on emissions from fossil fuel power plants; oppose the deployment of breeder reactors and the rapid proliferation of conventional fission reactors until questions of accident insurance, radioactive waste disposal, independent setting and enforcement of standards, and control of bombgrade material are satisfactorily resolved; support Federal legislation requiring that all land that has been strip mined be reclaimed, that uranium mine tailings and acid drainage from coal wastes be controlled, and that additional measures to protect the coal and uranium miners be implemented; initiate studies to determine the environmental and economic implications of reversing the promotional aspects of energy rate structures; urge that the promotional advertising by utilities be prohibited; urge that the Federal Power Act be amended to give first priority to minimizing environmental impact of generating electric power and to direct the Federal Power Commission to investigate ways to diminish demand; support greatly increased Federal support for research on techniques that promise to minimize the environmental impact of energy production and/or increase the efficiency of conversion to electric power including land based solar energy, controlled fusion, Magneto hydrodynamics and fuel cells; and offer support for a comprehensive national energy policy, incorporating all energy sources and continuously reevaluating options for the short and long term.

The State should adopt, as part of an energy policy, a goal of thrift in the use of electric power. That goal should be reflected in State policy to maximize the use of energy efficient systems for the production and utilization of energy, and to minimize the environmental impact from energy production and use. Comprehensive planning should be pursued to minimize the intrusions of transmission lines upon the landscape of Minnesota. A statewide electric energy plan should be prepared by the State as an integral part of a statewide land use plan.

The State should establish review procedures to formalize the bulk power facilities certification process. An authority should be established in Minnesota to institutionalize, in government, a process for selecting power plant sites. Further, an authority should have the responsibility and duty to critically examine the need for each electrical generating facility, including an examination of alternatives to any facility of a system that is proposed, and to select sites for the proposed construction.

A moratorium on the construction of new nuclear power plants in Minnesota should be established. The Moratorium should be of indefinite duration, under appropriate legislative standards, until undue risks have been eliminated and new development can safely begin.



## SOLID WASTES AND RECYCLING

From surveys taken to date, there appear to be more than 1,000 land waste disposal sites in Minnesota. Many of these 1,000-plus sites will be closed as either inadequate or uneconomical now that regulations are effective. Sanitary landfills should be considered only as a temporary means of waste disposal because of the pollution associated with hazardous and toxic wastes, and waste resources should ultimately be recycled. The State should provide financial incentives to assist local governments in closing open dumps. The State should establish a groundwater quality monitoring system in connection with solid waste disposal practices. The PCA's enforcement program for feedlot regulations is extremely weak. The PCA should be given funds and authority to accelerate that program. Authorization should be provided by the Legislature to provide funds in those cases where construction of pollution control devices for feedlots would cause undue hardship, even with Federal funds available.

The State of Minnesota, along with the entire nation, has not yet come to grips with exponential mineral and energy consumption growth rates that threaten to deplete domestic natural resources before substitutes can be developed. Continued unchecked growth in consumption also accentuates current environmental quality problems. The single use and discard systems for packaging materials, the overpackaging of materials and products, and the short life-time of the products themselves are symptomatic of public lack of awareness of the true cost of depleting petroleum resources, the risks of increasing potential environmental quality hazards, and the actual costs of disposing of final products.

There is a significant energy saving and a reduced environmental quality impact associated with the use of returnable containers vs. the use of nonreturnables, regardless of whether nonreturnables are recycled. Because the aerosol represents a highly energy consumptive package, a health hazard, an explosive hazard, and a package that cannot be recycled, its use should be severely restricted. The State should prohibit the sale and manufacture of aluminum containers in the State, excluding frozen dinner trays for which no feasible alternative currently exists. A wasteful practice involving energy use in industry and solid wastes is the lack of planning for reuse and recycling of materials.

Product manufacture requires large quantities of mineral and energy resources which are lost when products are discarded. This loss could be minimized by extending the lifetime of the products and by recycling materials from spent products. Legislation should be enacted to: require a deposit on all nonreturnable beverage containers to encourage reuse and avoid litter; standardize the size, shape and color of all beer and soft drink containers to promote recycling and reuse; ban all aluminum cans and cans with aluminum tops; and establish regulations on product design to aid recyclability.



## WATER SUPPLY

It will be necessary to examine the validity and usefulness of some of the procedures under current investigation for the treatment of public water supplies if the people of Minnesota are to be supplied with the drinking water quality to which they are entitled. The State should prepare a report summarizing the pros and cons of possible viable solutions to emerging water supply problems in the Twin Cities area and recommending an optimum solution. The State should prepare a report summarizing the pros and cons of possible solutions to emerging water supply problems in the Iron Range area and recommending an optimum solution.

## WATER POLLUTION

Despite the fact that upgrading of treatment works and construction of facilities for untreated wastes has been proceeding at a rapid rate as approved water quality standards are being enforced, in 1972 Minnesota still has serious and undesirable water quality problems. The Pollution Control Agency needs greater legal strength and more funds for legal, administrative and technical staff and monitoring equipment and staff.

A number of examples of contamination of groundwater have been documented by the State Health Department and the Pollution Control Agency. The Pollution Control Agency is making substantial progress in adopting statewide groundwater quality standards. That agency should take appropriate actions to insure adequate citizen participation in hearings concerning groundwater quality standards. Possible provisions of the standards which prohibit any waste disposal in injection wells, require the best practicable treatment of wastes before they are disposed of on the ground, and prohibit degradation of groundwaters are appropriate. The recommendations of the Groundwater Subcommittee, Citizens Advisory Committee, Governor's Environmental Quality Council should be implemented immediately.

## AIR POLLUTION

Better control of air quality is absolutely necessary in Minnesota. The Pollution Control Agency needs more legal "clout" to be truly effective in abating air pollution. The agency should be given civil law powers and misdemeanor fines should be increased to a maximum of \$10,000 per day. There is an obvious need to greatly reduce the deleterious impact on air quality due to emissions from the motor vehicle, particularly in urbanized areas. The State should examine the economic and environmental implications of proposals to reduce air pollution from the motor vehicle and actively support a program that is deemed appropriate.

## RECREATION, FISH AND WILDLIFE

Minnesota, like other states, has the major problem of distribution of its recreational resources in relation to its population centers. It is a problem compounded by increasing demands on open space near metropolitan centers.



Recreation activity is projected to increase at a much faster rate than population rate increases; the need for additional recreational facilities is great. Because of the changes in land use such as clean farming, mass reforestation, etc., there is a declining trend in Minnesota's available wildlife habitat. This trend threatens the continuation of certain forms of hunting. The landscape of Minnesota is becoming greatly altered by modern man. Unless plans are developed to preserve some portions in essentially undisturbed condition, natural values will be destroyed before there is time to appraise them. The present distribution and protection of natural areas needs to be expanded. Minnesota needs and should have under protection sufficient areas of all types of natural habitats as well as opportunities for a wide variety of recreational activities.

Long-range plans should be prepared by the State for protection of valuable recreational rivers against intrusions and to complement the proposed nation-wide scenic and wild river system with appropriate legislation. The State should determine the amount of wetland acreage that must be preserved, identify these areas, and provide for their permanent protection. Designation, acquisition and protection of natural areas of the State is a vital need. Increased emphasis should be placed upon development of trails for bicycling, hiking, horseback riding, snowshoeing, and cross country skiing especially in the urban and southern parts of the State. A statewide wild and scenic rivers law should be enacted.

The protection of rare and endangered species of plants, wildlife and fish through the acquisition of lands or regulation of the take should be considered a part of any natural area preservation program, and particular attention should be directed to the timber wolf, greater prairie chicken, lynx, bob cat, greater sandhill crane, bald eagle, and osprey. Both legal and financial assistance is needed to give private landowners incentive to retain needed open space lands and to protect those environmental habitat needs as required for the preservation of natural and recreational values, particularly for wildlife. Project 80 is one of the first comprehensive attempts to systematically analyze potential and existing recreational facilities throughout the State. The Legislature should give due attention to the recommendations of Project 80.

#### NOISE

The level of noise pollution in many areas of the State, particularly in metropolitan areas, is excessive and undesirable and should be abated. The Pollution Control Agency should take whatever actions are necessary to secure adequate citizen participation in hearings concerning noise quality standards. Special attention should be given to noise quality standards for wilderness areas in the State. The Pollution Control Agency should be directed to prepare annually a statewide noise quality report and that agency should be provided with adequate manpower and financial resources to properly monitor noise pollution and its abatement. Efforts by local governments to curb noise should be accelerated. Ordinances should be made more comprehensive in consonance with



expanding State and Federal programs.

#### FLOOD DAMAGES

Without extensive flood plain zoning or new flood control and protection works, total average annual flood damage potential for Minnesota is projected to increase from \$22 million in 1966 to about \$38 million in 2020. The State should prepare alternative plans stressing flood plain (urban and rural) zoning and local protection works and discouraging additional flood plain development. The State should conduct a feasibility study on flood plain management through an amortization program that includes a consideration of tax credits and life tenancy rights. River basin commissions should give due consideration to the findings contained in the "Proposed Report of the National Water Commission", November 1972.

#### MINERALS AND MINING

Approximately 115,403 acres in the State have been disturbed by mining and plans are being made to disturb much additional land. The State should adopt legislation imposing tightened controls on strip mining and providing for reclamation of mined lands. Legislation should be passed which will be more effective in assuring reclamation of mined land. In order to assure compliance with the mined land reclamation law, it should provide for mandatory posting of bonds by all mine operators in an amount sufficient to assure complete reclamation.

The present state of knowledge regarding the implications of a new Minnesota base metal industry is seriously incomplete. The State policy to encourage mineral development should be reviewed, and a moratorium should be declared on copper-nickel development (but not on further exploration and surveys) until such time as the review of policy is completed, and the State is satisfied that it is fully equipped to deal with the ramifications of a new mining industry, and the State has adopted a comprehensive land-use policy. The magnitude and composition of the demand for copper and nickel have not been fully analyzed nor have the assumptions underlying the current demand forecasts been adequately examined. The State should examine fully the demand for copper and nickel as a part of its review of the copper-nickel situation the State.

#### TRANSPORTATION

Several provisions of the State Department of Transportation bill under consideration are appropriate, however, some provisions should be amended to reflect more adequately environmental concerns associated with transportation policies. The environmental impacts of the State Highway "Backbone" plan should be given additional consideration, and waterborne transportation plans of Federal-State planning organizations should be carefully reviewed in light of comprehensive transportation plans and environmental concerns. Full and open committee hearings should be held on the proposed Great River Road bill, both in Washington and in the states. An environmental impact statement should



be prepared, pursuant to section 102c of the National Environmental Policy Act of 1969, on the proposed national scenic and recreational highway program, of which the Great River Road is considered to be a prototype for the program. The article of the Minnesota Constitution requiring that highway user funds be spent for "highway purposes" should be repealed. Legislation should be passed which encourages and fosters mass transit programs.

#### LAND TREATMENT, DRAINAGE AND IRRIGATION

The definition of public waters should be expanded to include wetlands which are of substantial benefit for wildlife habitat, flood control, erosion control and water quality. In addition, the State should be directed to develop standards and criteria governing the establishment and improvement of drainage systems, whether or not they involve State waters. The State should develop a coordinated program of tax incentives, subsidies and purchases to make wetland preservation and restoration economically feasible to land owners. The State should be required to develop standards and criteria governing the establishment and improvement of drainage systems as they affect lakes, wetlands, wildlife lands and related natural resources erosion and flood control by January 1, 1974.

#### ENVIRONMENTAL ADMINISTRATION

In addition to special-purpose districts, county boards, port authorities and municipal agencies, there are about 122 organizations with environmentally oriented programs in Minnesota as follows: State organizations-21, International organizations-5, Regional organizations-5, Interstate organizations-4, Federal-State organizations-4, Federal organizations-30, and Interest groups-53. Annual State outlays for all environmentally oriented programs total about \$30 million; annual Federal outlays for environmentally oriented programs in Minnesota total about \$25 million. Thus, approximately \$115 million per year are being expended by State and Federal agencies for programs directly related to the environmental quality of the State.

The 1973 Legislature should take steps to improve the efficiency in the use of environmental program funds and to appropriate additional funds for implementing environmental quality improvement programs. The Governor's and Legislature's control of the State's administrative apparatus for environmental programs is hampered through fragmented organization. There is need to improve the relationship between State, regional, local and Federal-State environmental planning, development and management activities, and to improve the responsiveness of all levels of government to environmental concerns.

Eight alternative administrative structures for implementing environmental quality policies were considered. Briefly, these are as follows: abolish existing Environmental Quality Council and Citizens Advisory Committee and legislatively charge the Governor with the responsibility of chairing frequent meetings of department and agency heads: 2) legitimize, through legislation, the existing Environmental Quality Council and Citizen Advisory Committee (status quo). 3)



create in the executive office of the Governor an Environmental Council consisting of three citizens and an Environmental Quality Commission consisting of seven citizens. 4) legitimize, through legislation, the existing Environmental Council but create an independent Environmental Quality Commission. 5) create in the executive office of the Governor an Environmental Quality Council consisting of seven citizens and six department heads with a citizen chairman. 6) consolidate the Department of Natural Resources, Pollution Control Agency and Water Resources Board into a new Department of Environmental Control and abolish existing Environmental Quality Council and Citizens Advisory Committee. 7) legislatively charge the State Planning Agency with the responsibility of coordinating the implementation of environmental quality policies and abolish existing Environmental Council and Citizens Advisory Committee. and 8) establish a legislative commission to further study alternative administrative structures before legitimizing or changing existing organizational arrangements. The strongest support was for alternative 3; there was no support for alternatives 5, 6 and 8. There was appreciable support for alternatives 2, 4 and 7 and little support for alternative 1.

The adoption of the establishment of an Environmental Council and an Environmental Quality Commission is recommended as set forth in the State Environmental Policy Act bill which was jointly recommended for passage by the House Environmental Preservation Committee, Subcommittee on Environmental Policy and Organization and the Senate Civil Administration Committee, Subcommittee on Department of Natural Resources on November 30, 1972 with the following changes or additions in the structure, duties and functions of the Environmental Council: 1) The Council should be specifically charged with the function of resolving conflicts in policies and actions among State agencies. 2) Rather than an immediate and massive reorganization of State governmental agencies or the creation of a super agency or department, the Environmental Council should be specifically charged with reviewing the statutory authority and administration structure of existing agencies dealing with environmental quality, and to report to the Governor by July 1, 1974, and in preparing such a report, making such recommendations as it deems advisable to improve environmental administration.

#### PRIORITY OF RECOMMENDATIONS

The Committee realizes that economic factors and labor concerns must be given due consideration in assigning priorities to its recommendations, and that it may be impossible to implement all recommendations during the 1973 session of the Legislature. The highest priority is assigned to the enactment of a State Environmental Policy and the creation of an Environmental Council and an Environmental Quality Commission. The priorities of other recommendations will be assigned during January 1973. It is most important that all recommendations be considered in context with a State Environmental Policy, and that undue attention is not focused on sub-policies.

Effective remedies for minimizing economic impacts associated with recommendations should be established before any legislative action is taken.